UNITED NATIONS

DP

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.
GENERAL

DP/CCF/BKF/1
7 July 1997
ENGLISH
ORIGINAL: FRENCH

Second regular session 1997
15-19 September 1997, New York
Item 6 of the provisional agenda
UNDP

UNDP: COUNTRY COOPERATION FRAMEWORKS AND RELATED MATTERS

FIRST COUNTRY COOPERATION PROGRAMME FOR BURKINA FASO (1997-2001)

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INTRODUCTION

1. The present country cooperation programme for Burkina Faso for the period 1997-2001 is the outcome of a fruitful and continuing process of consultations between the Government and the United Nations Development Programme (UNDP). This process was launched with the establishment, as early as October 1994, of an interministerial committee responsible for the preparation of the country strategy note, the implementation of studies and in-depth analyses in 1995 and 1996, and the holding of extensive consultations at the national level as well as among the specialized agencies of the United Nations. The final version of the Country Strategy Note was prepared in December 1996 and approved in April 1997.

2. The preparation and submission to the Government of the advisory note by UNDP was an additional phase in the elaboration of the country cooperation framework (1997-2001). The advisory note was based, in addition to the analyses and comments of the Government and of the main players of civil society, on extensive national documentation from a variety of sources.

I. DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE

A. Current problems and challenges

3. Burkina Faso, a landlocked, Sahelian country in West Africa with an area of 274,200 square kilometres, has a population of 10.4 million (1996) and many of the characteristics of a low-income country. In addition to a per capita income of approximately $300, the country has worrying economic and social constraints. During the period 1993-1996, growth increased in real terms from - 0.8 per cent to 5.6 per cent, inflation was stabilized at around 6 per cent and the budget and external deficits were reduced by approximately 50 per cent. These relatively satisfactory results constitute a solid basis for the achievement of sustainable human development.

4. The phenomenon of poverty. Despite these achievements, it is estimated that nearly half of the population (45 per cent) lives below the threshold of extreme poverty with an annual income per adult of CFAF 41,000, roughly $80. There are considerable disparities between men and women and between rural and urban areas. Low life expectancy at birth (52 years), chronically weak health indicators (infant mortality rate of 94 per 1,000 live births), inadequate access to basic social services (housing, drinking water and sanitation), adult illiteracy (80 per cent) and the low school enrolment ratio (30 per cent on average rate and 37 per cent at the primary level) are the main manifestations of the phenomenon of poverty.

5. The challenges in this area remain: (a) the need to coordinate and enhance the efficiency of poverty eradication initiatives; (b) empowering grassroots communities and increasing their participation with a view to achieving more equitable development; (c) improving access to social services in general.

6. Environmental concerns and food security. Because of its vulnerability to the combined effects of drought, desertification and pollution, Burkina Faso is experiencing a rapid deterioration in its natural resources and environment. This situation constitutes a major obstacle to achieving food security and is fuelling the flight from the rural areas. The Government's current concerns are: (a) the weakness of the legislative and regulatory framework and its limited application; (b) the inadequate analytical capacity, implementation and monitoring of natural resources management programmes; (c) the precarious food security and nutrition situation; and (d) the empowerment of grassroots communities with respect to management of the regeneration of environmental resources.

7. The situation of women. Despite the efforts made by the country to enhance the role of women in the development process, women, in comparison to men, still suffer from many types of discriminatory and unequal treatment, have an inferior social status and are poorly represented in the political and economic fields. In terms of the threshold of extreme poverty (estimated at CFAF 32,000 or $70 per adult per year), 52 per cent of the poorest people are women. Their health remains a cause for concern; the maternal mortality rate is 566 per 100,000 live births. Therefore, pursuant to the recommendations of the Fourth World Conference on Women, the Government remains intent on seeking ways to improve the living conditions of women and to secure greater gender equality.

8. Good governance and management of the economy. Since 1991, Burkina Faso has been engaged in a democratization process marked by the adoption of a fundamental law and the holding of regular elections. Currently, the country has about 40 political parties, a minority of which are represented in the National Assembly. The democratic institutions it has established are operational. The separation and independence of powers are respected; likewise, freedom of the press is guaranteed. There are also specialized advisory bodies such as the Economic and Social Council, the Higher Council for Information and the Mediator of Burkina Faso. Civil society outside the political parties is organized into associations (over 200 non-governmental organizations and associations and 4,000 village organizations) and trade unions.

9. The main challenges in the area of governance are: (a) insufficient transparency and oversight of the management of State and public affairs in general; (b) the as yet limited participation of civil society in adopting and implementing decisions concerning its affairs; (c) need for greater separation and autonomy of powers and greater freedom of expression. With respect to the management of the economy, the main problems are: (a) the inadequate control over strategic policy and economic and financial management instruments; (b) the lack of any long-term approach to development and of supporting sectoral strategies; (c) inadequate coordination and external assistance.

B. Development objectives and priorities

10. The Government of Burkina Faso reaffirmed its determination to continue the economic and financial stabilization efforts undertaken under the structural adjustment programme. Moreover, in 1995 it defined in a policy letter on sustainable human development, a set of strategies to eradicate poverty through

the achievement of security in the following five areas: (a) economic security; (b) health security; (c) food security; (d) environmental security; and (e) personal safety and political security.

11. On the whole, the Government's goals and strategies selected for the period under review cover all the issues underlying sustainable human development and take into account the recommendations and conclusions of major world conferences such as those of Rio de Janeiro (environment and development), Cairo (population), Copenhagen (social development), Beijing (role of women) and Rome (food), with poverty eradication being the common strategic thread as far as their implementation is concerned.

II. RESULTS AND LESSONS OF PAST COOPERATION

12. The fifth programme of cooperation between Burkina Faso and UNDP (1992-1996) was designed at a time when Burkina Faso was just embarking on its first structural adjustment programme and on a process of democratization aimed at turning it into a State subject to the rule of law. The priority objective was to restore macro-economic balances. For the period 1992-1996, UNDP and the Government had agreed to focus UNDP activities on (a) economic management; (b) management of natural resources; and (c) promotion of the private sector. For the implementation of the fifth programme, it had been decided to put the emphasis on the programme approach, national execution and technical cooperation among developing countries (TCDC).

13. The mid-term review of the fifth programme undertaken in May 1995 had confirmed the relevance of the priority areas. It identified the shortcomings in the implementation of the programme approach and national execution modalities. The main recommendations of the review focused on (a) the need to continue to provide support for economic management by focusing on strengthening national capacities in the area of strategic policy guidance and management of the economy and on strengthening democracy; (b) operationalizing sustainable human development; (c) strengthening actions at the grassroots level as a means of eradicating poverty. The review also reaffirmed the role of UNDP in the implementation of the programme approach, national execution, the promotion of technical cooperation among developing countries and in the strengthening of political dialogue.

III. PROPOSED STRATEGY AND THEMATIC AREAS

14. Building on the results achieved during the implementation of the fifth UNDP programme for Burkina Faso and the inputs of its other development partners, the Government, in agreement with UNDP, would like the country cooperation framework to play a catalytic and backstopping role for the implementation of its policy letter on sustainable human development in order to contribute to poverty eradication by attaining the security goals in the five above-mentioned areas.

15. The 1997-2001 cooperation framework should enable UNDP to support the Government's action aimed at: (a) enhancing national capacity to participate in

international dialogue and consensus-building on the development policies and strategies developed by major international conferences; (b) capacity-building for the formulation, execution and monitoring of development strategies and programmes, inter alia, by strengthening national execution; (c) enhancing the role of civil society both in the conception and implementation of development policies and programmes; and (d) making effective and productive use of the resources made available to the Government by its development partners, including through the widespread use of the programme approach.

16. The first cooperation framework will have three main priority areas: (a) poverty eradication and development of social sectors; (b) good governance and management of the economy; and (c) food security and protection of the environment. Fifty per cent of the resources will be allocated to the first priority area. The second and third priority areas will receive 25 per cent and 20 per cent of the UNDP regular resources respectively. Furthermore, 5 per cent of the resources will be earmarked for additional activities, especially in the health (prevention of HIV infection under the Joint United Nations Programme on HIV/AIDS) and social sectors and for the elimination of poverty around the mining areas.

A. Poverty eradication and development of social sectors

17. The interventions of UNDP will help achieve the following priority objectives: (a) a better understanding of the phenomenon of poverty and support for the formulation of a national strategy for the elimination of poverty; (b) greater involvement of grassroots communities and development of income-generating activities; (c) more and greater access to basic social services. These priorities are reflected in three programmes:

18. Strategic initiative for the elimination of poverty. The aim of the programme will be to: (a) review the availability and accessibility of basic social services as defined under the 20/20 initiative; (b) analyse the level of resources currently earmarked by the Government and its external partners for providing access for all to basic social services; (c) establish a formal framework for the preparation of the annual national report on sustainable human development; (d) provide support for the formulation of a national poverty eradication strategy. Such initiative is expected to lead to a better understanding of how people deal with the problems of availability, accessibility and actual receipt of social services as well as to the establishment of strategies and programmes to eliminate extreme poverty.

19. Grassroots community initiatives and income-generating activities. The aim here is to put into place a policy of supporting the self-sufficiency of structures of civil society at the village and suburban levels based on the development of productive and income-generating activities, bearing in mind in particular the need to ensure gender equality and the advancement of women. The activities of this programme, targeting primarily the poorest provinces, will fall within the support mechanisms established by the different development partners operating in the rural and peri-urban areas (European Union, Austrian, Canadian, Danish, Dutch, French and German bilateral cooperation agencies as well as non-governmental organizations). The programme is expected to

(a) enhance the potential and incomes of the population by establishing income-generating activities in the poorest provinces; (b) facilitate the participation of community groups in local development; (c) enhance the capacity of groups for autonomous development; (d) empower women's groups by granting them loans.

20. Social sector development programme. As far as the social dimension of development is concerned, the aim will be to address the issues of access to and availability of basic social services. This programme's activities will focus on improving the quality and availability of primary health care and basic education as well as on increasing the participation of the population. The programme will also provide support for the fight against AIDS. In the social sectors, the programme should help to (a) increase the enrolment of children, especially girls, and improve the level of adult literacy, especially that of women; (b) increase the population's access to primary health care by developing infrastructures and comprehensive programmes in the target provinces; and (c) curb the spread of the virus that causes AIDS.

21. The poverty eradication programme, together with the round-table meeting on social sector development to be held in 1997 should also contribute, with UNDP support, to the mobilization of additional resources and to the effective implementation of the 20/20 initiative in accordance with the Government's wishes.

B. Consolidation of good governance and of economic management

22. The programme's aim will be to: (a) train and develop a critical mass of human resources in the areas of strategic guidance and planning, mobilization and absorption of financial resources, promotion of development at the grassroots level and operational management of the economy; (b) improve aid coordination; (c) strengthen the framework for the formulation and monitoring of medium- and long-term objectives and sound sectoral strategies; (d) improve the management of the economy by reorganizing the operational structures and mechanisms of the country's economy, developing instruments for the management, monitoring and evaluation of development activities; (e) strengthen the democratic process by improving the oversight of the management of public affairs, improving the system of checks and balances and defusing political life by increasing the participation of civil society. The contribution of UNDP towards attaining the above-mentioned objectives will be reflected in two programmes.

23. Economic management support programme. UNDP assistance will permit the implementation of the following main activities: (a) improvement of the consistency and definition of economic functions; (b) development and establishment of systems and procedures to promote efficient management of the economy; (c) enhancement of the responsiveness of structures; (d) improvement of the reliability of the economic and statistical information system; (e) development of sectoral strategies mainly to promote employment and the private sector; (f) contribution to the establishment of an institutional and technical support framework for the implementation of national long-term perspective studies (NLTPS) and (g) enhancement of the coordination of aid and the technical and financial monitoring of programmes and projects.

24. Consolidation of good governance. The aim here will be for UNDP to contribute to the formulation of a national plan and a support programme for good governance by identifying shortcomings and needs for assistance in various areas of governance, indicating the specificity as well as the complementarity of the respective mandates of such areas. In the implementation of the national plan, UNDP will focus on the role of civil society in consolidating good governance, giving particular attention to activities designed to enhance the oversight and management of public affairs, improve the system of checks and balances and defuse political life. Lastly, UNDP will contribute to the strengthening of democracy by supporting the organization of legislative and presidential elections, including the training of people involved in the electoral process and the preparation of teaching materials.

25. Generally speaking, UNDP activities with respect to the strengthening of good governance and management should enable the country to considerably increase and diversify the resources earmarked for development activities and to ensure that they are used efficiently thanks to better programming based on a clear understanding of development challenges in the short, medium and long terms. Improved management of public affairs will free sufficient financial resources to enable the country to replenish or to maintain its economic management resources beyond the year 2001.

C. Food security and environment

26. The programme's priority objectives are to (a) modernize and diversify agricultural production; (b) improve the management of natural resources; (c) protect and promote awareness of the environment; (d) establish a participatory mechanism for the implementation of environmental legislation and regulations; (e) establish social and ecological balances by reorganizing rural land use. UNDP action will focus on the following two programmes.

27. Food security programme. Under this programme, the contribution of UNDP will help to implement the following activities: (a) formulation and implementation of a sustainable agricultural growth strategy based on an integrated development of agriculture and livestock breeding; (b) implementation of studies aimed at surveying and classifying low-lying lands, outlining a national seed policy, preparing a pastoral code and encouraging the implementation of measures aimed at securing for stock breeders a more permanent use of pasture land and; (c) improvement of the population's living conditions by raising income, promoting agricultural and pastoral activities and developing related infrastructures.

28. Management of natural resources. The specific aim of this programme, which is financed from regular resources and Capacity 21 funds, is to (a) establish a consistent environmental strategy for sustainable development; (b) enhance the capacity of local communities in the context of the decentralization process; (c) establish a participatory mechanism for the implementation of environmental legislation and regulations; (d) enhance consultation/coordination mechanisms for land management at the national and local levels; (e) strengthen peasants' organizations with a view to the development of forest resources.

29. All the activities of UNDP in the areas of food security and protection of the environment will help to (a) build a harmonized intervention framework in agriculture and stock grazing; (b) enhance the effectiveness of the structure responsible for coordinating activities in the sector; (c) raise the level of agricultural production through the formulation and implementation of an appropriate seed policy; (d) empower the population to manage and conserve natural resources.

IV. MANAGEMENT ARRANGEMENTS

30. Implementation modalities. The evaluation and monitoring of the present cooperation framework will be done in accordance with existing UNDP procedures. Systematic information/awareness-raising and social communication activities will be conducted to ensure the visibility of UNDP activities and ensure an appropriate follow-up to the sustainable human development policy and the recommendations of world summits and round-table meetings.

31. In order to improve the quality of programme and project formulation and implementation, greater use will be made of the national execution modality and the programme approach. The services of national United Nations Volunteers will be used in order to make the best use of available national expertise. Steps will be taken to make available to the Government the expertise acquired by the non-governmental organizations.

32. Technical cooperation among developing countries (TCDC). During the period covered by the present cooperation framework, TCDC will constitute a cross-cutting operational modality. Direct support to strengthen the national focal point at the institutional level is envisaged.

33. Mobilization of resources. By implementing a specific project for the support of aid coordination, UNDP and the Government will be in a position to strengthen mechanisms for the mobilization and coordination of external aid.

34. Result indicators. In addition to indicators for each thematic area, the results achieved (result indicators) will be assessed through the following elements: (a) consistency or conformity of the objectives of the programmes to be formulated with the objectives defined under the thematic areas; (b) level of mobilization of domestic and external resources when compared to the projections; (c) rate, level and efficiency of use of resources made available to the Government through UNDP; (d) enhancement of the Government's role in the coordination of aid and its capacity for programme execution and monitoring; (e) the implementation of joint programmes, especially with the United Nations system.

35. Public information and social communication. Systematic information cum awareness raising and social communication activities will be undertaken in order to give visibility to UNDP activities and to guarantee appropriate monitoring of the operationalization of the sustainable human development policy and the recommendations of major world summits and round-table meetings.

Annex

RESOURCE MOBILIZATION TARGET TABLE FOR BURKINA FASO (1997-2001)

(In thousands of United States dollars)

Source	Amount	Comments
UNDP CORE FUNDS		
Estimated IPF carry-over	1 944	
TRAC 1.1.1	22 577	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
TRAC 1.1.3		
Other resources	200	SPR
SPPD/STS	1 195	
Subtotal	25 916[a]	
NON-CORE FUNDS		
Government cost-sharing		
Sustainable development funds GEF Capacity 21	3 425 of which: 2 925 500	
Third-party cost-sharing	1 180	Negotiations are under way with the European Union for the sharing of the costs of the mining sector project; Burkina Faso also received grants of $500,000 from the Japanese Government, $80,000 from France and $300,000 from Denmark.
Funds, trust funds and other UNIFEM UNCDF	2 100 of which: 500 1 600	
Subtotal	6 705	
GRAND TOTAL	32 621[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: GEF = Global Environment Facility; IPF = indicative planning figure; SPR = Special Programme Resources; SPPD = support for policy and programme development; STS = support for technical services; TCDC = technical cooperation among developing countries; TRAC = target for resource assignment from the core; UNSO = Office to Combat Desertification and Drought; UNCDF = United Nations Capital Development Fund; UNIFEM = United Nations Development Fund for Women; UNV = United Nations Volunteer programme.